

JUVENILE JUSTICE COMMISSION  
CITY AND COUNTY OF SAN FRANCISCO

JUVENILE COURT  
YOUTH GUIDANCE CENTER  
375 WOODSIDE AVENUE  
SAN FRANCISCO, CALIFORNIA 94127  
731-5740

January 12, 1977

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JUDGE OF THE SUPERIOR COURT

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CHIEF PROBATION OFFICER

Honorable Henry R. Rolph  
Presiding Judge  
Superior Court  
465 City Hall  
San Francisco, CA 94102

Honorable Francis W. Mayer  
Judge of the Superior Court  
Juvenile Court, YGC  
375 Woodside Avenue  
San Francisco, CA 94127

Dear Judge Rolph and Judge Mayer:

The San Francisco Juvenile Justice Commission respectfully submits to you this summation of its evaluation of allegations by the 1975-76 Civil Grand Jury regarding the Log Cabin Vocational Guidance Program, 1974-75, and regarding the Juvenile Court/Youth Guidance Center.

On September 29, 1976, this Commission initiated this evaluation with a Public Hearing. On that occasion, the Commission heard testimony from members of the 1975-76 Civil Grand Jury Court Committee, officials and other employees of the City and County of San Francisco, representatives of the Teledyne Corporation, San Francisco Youth Agencies and from the San Francisco Community, at large.

Following the Hearing, the Juvenile Justice Commission deployed its fifteen-member strength through individual and committee assignments for making interrogations, interviews, on-site research and inspections of agencies and Bay Area governmental institutions concerned with Youths. Likewise, relevant data from on-site study of juvenile correctional institutions within key cities and counties in other parts of the United States was reviewed.

For more than three months now, this Commission has devoted an untold amount of hours and detail to concentrated activity, in small encounters, group meetings and in full Commission workshops characterized in range by engaging deliberation to editing and refining this report. And throughout, we have been privileged to rely on the gratifying aid of the Court.

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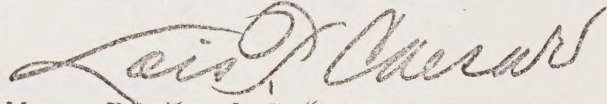


We request that you give this evaluation your immediate attention, because we feel obligated to inform the public of our findings and plan to release the report in 5 days.

The San Francisco Juvenile Justice Commission respectfully requests priority attention of the Court to the Commission enjoiners. We are alerted, Your Honors, to cooperate with following through. In this, sirs, we respectfully request that the Commission be privileged to cooperate with the Superior Court. And in this, Your Honors, we urge your further support, assistance and your guidance.

Very sincerely yours,

THE SAN FRANCISCO JUVENILE JUSTICE COMMISSION



Mrs. Richard Caésar

PRESIDENT  
CHAIRMAN



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THE JUVENILE JUSTICE COMMISSION OF SAN FRANCISCO

EVALUATION OF THE 1975-76 REPORTS OF THE SAN FRANCISCO CIVIL GRAND JURY

LOG CABIN RANCH VOCATIONAL AND GUIDANCE PROGRAM 1974-75 AND

JUVENILE COURT/YOUTH GUIDANCE CENTER

TO: Honorable Henry R. Rolph, Presiding Judge  
Honorable Francis W. Mayer, Judge of the Juvenile Court  
California Superior Court, City and County of San Francisco

INTRODUCTION.

The Juvenile Justice Commission of the City and County of San Francisco has performed an evaluation of the referenced reports by the 1975-76 Civil Grand Jury. Pursuant to the provisions of Section 529 of the Welfare and Institutions Code of California, testimony was received by the Commission, additional research was done and interviews were conducted to enable the Commission to perform an informed evaluation of the conclusions reached by the 1975-76 Civil Grand Jury.

The Evaluation sets forth the consensus of the Commission on specific allegations or recommendations in the reports which it deemed noteworthy and which, according to a majority of the Commission members, required a response for the guidance of the Superior Court. The Commission was not always unanimous, but agreed in principle with the responses. Expanded position papers on three major areas have been included within the body of our evaluation.

THE SCOPE OF THE REPORTS

The Commission takes exception to the tone and choice of language in some parts of the Civil Grand Jury reports. Definitions of difficult terms were not provided and therefore the language was often subject to individual and differing interpretations.

The 1976-77 Civil Grand Jury is requested to define more closely its areas of inquiry, if any, into the Juvenile Court and its facilities and to avoid conclusory generalities which provide no guidance to this Commission.

# THE COMMISSION ON THE STATUS OF WOMEN

The Commission on the Status of Women was established in 1946 by the United Nations. Its purpose is to study and report on the legal and social status of women in all countries. The Commission has held several sessions and has produced a number of reports and recommendations.

The Commission's first session was held in 1946 in London. It was attended by representatives from 28 countries. The Commission's first report was published in 1947.

## MEMBERSHIP

The Commission's membership consists of 18 members, 10 of whom are women. The members are elected by the United Nations General Assembly. The Commission's work is carried out by a secretariat, which is headed by the Executive Secretary. The Commission's reports are submitted to the United Nations General Assembly.

The Commission's first report, "The Status of Women in 1945", was published in 1947. It was the first of a series of reports. The Commission's second report, "The Status of Women in 1946", was published in 1948. The Commission's third report, "The Status of Women in 1947", was published in 1949. The Commission's fourth report, "The Status of Women in 1948", was published in 1950.

## THE WORK OF THE COMMISSION

The Commission's work is carried out in a number of ways. It holds sessions, during which it discusses and reports on the status of women in various countries. It also carries out research and produces reports and recommendations. The Commission's work is aimed at improving the legal and social status of women in all countries.

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## AREAS OF INQUIRY

### I. THE BATTLE BETWEEN PUBLIC AGENCY RESOURCES AND COMMUNITY-BASED RESOURCES.

In the past, there have been hostile feelings between the Youth Guidance Center and some community-based agencies, which have yet to be resolved. The varying amount of animosity has resulted in inequitable relationships with agencies. In August 1976, in order to alleviate this situation, the Juvenile Probation Department developed a new policy, increasing the utilization of community-based agencies including the Youth Service Bureau. Further, any agency willing to enter into a working agreement with the Youth Guidance Center and sign a memorandum of understanding will have complete access to the children, including visiting them in detention.

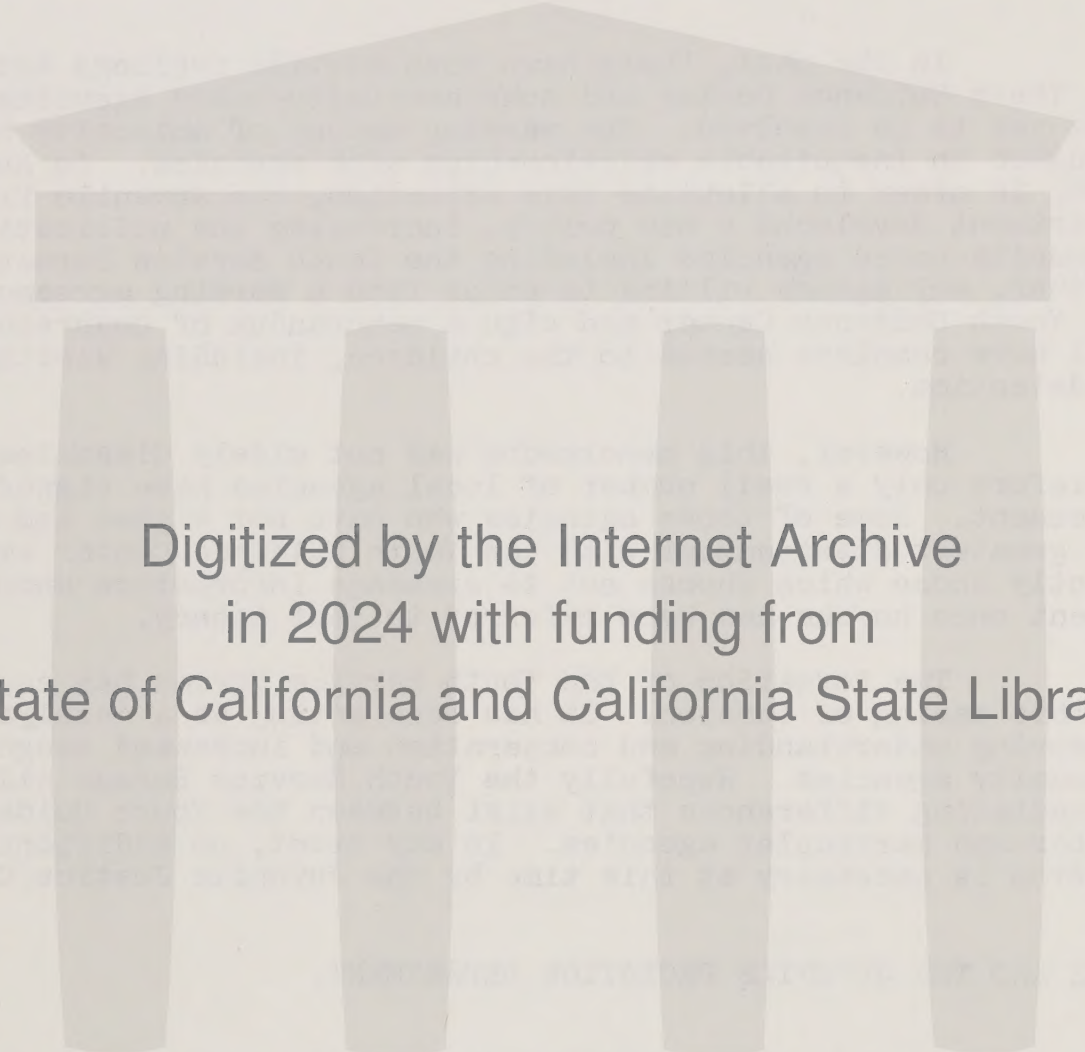
However, this memorandum was not widely disseminated and therefore only a small number of local agencies have signed this agreement. Some of those agencies who have not signed and are in the greatest disagreement with the Youth Guidance Center are frequently those which choose not to exchange information about a client once he/she has been referred to that agency.

The formation of the Youth Service Bureau has contributed to this easing of tension. It has been acting as a catalyst for improving understanding and cooperation and increased usage of community agencies. Hopefully the Youth Service Bureau will assist in mediating differences that exist between the Youth Guidance Center and particular agencies. In any event, no additional intervention is necessary at this time by the Juvenile Justice Commission.

### II. RACE AND THE JUVENILE PROBATION DEPARTMENT.

Whatever label individual Juvenile Justice Commission members might choose -- whether institutional racism, racial discrimination, prejudice, ethnic imbalance, ignorance, or insensitivity -- we must conclude that the staff and client placement realities of the San Francisco Juvenile Probation Department are far from satisfactory.

Historic socio-economic reasons, as well as slow-to-change and inappropriate practices by institutional administrators, have contributed to the present unhealthy situation ... a situation



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aggravated by persons who practice racism within the juvenile justice system.

We feel, however, that it is insufficient to focus only on the Juvenile Probation Department for data, answers, and solutions. Indeed, we must go one step beyond the formal system of juvenile justice in order to understand the current situation more fully and to take corrective action more effectively and more appropriately.

The crucial one step beyond is this -- to look honestly at the many long-standing socio-economic evils that fiercely plague low-income and minority peoples and which are significant factors in making them more susceptible as victims and failures in a democratic society that does not seem, at times, to have the will nor the means to sustain them as worthwhile human beings.

William Hazlitt wrote:

"Prejudice is the child of ignorance,"

and Group W Television Network stated in the November issue of Newsweek:

"It is ironic that prejudice, one of democracy's greatest evils, still flourishes widely in the very society that clearly proclaims that all men are indeed created equal."

We understand that life imposes and makes unfair demands. It is indeed most difficult for poor and minority children and youth to struggle daily against humiliation, poverty, hostility, and anger with self and against other human beings.

At times, some of them strike out and, in the process, hurt those individuals who are blameless and are innocent targets of senseless and violent acts.

We do not excuse such acts. But we do our best to understand that these youthful victims oftentimes are harmful and dangerous to others.

If we accept the premise that low income, minority children and youth of San Francisco are especially hard hit by adverse socio-economic factors that place severe strains on all young people, we must next admit that they will commit more delinquent and criminal acts than their numerical proportion of the general population.

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If that be so, then they will more often come into contact with the police at the first step of the juvenile justice system. We agree with the Grand Jury that minority youth penetrate further into the system "as a result of cumulative decisions that are made at every stage of the juvenile justice process -- from the arrest decision made by the police to the recommendations made by the Probation Department as to placement."

Referring to the problems within the system, from the point of view of the General Manager, Personnel, of the Civil Service Commission, the entry of more minority individuals into the Juvenile Hall and Probation Department staff is possible through changes in the minimum academic and experience qualifications, funding for more positions, and staff turnover.

The issue of minorities in supervisory positions is more complicated and will necessitate changes in charter provisions.

The members of the Juvenile Justice Commission are committed to the elimination of racial inequities and to the correction of weaknesses in the system and in those areas that are within our jurisdiction. We acknowledge that inequities and weaknesses do exist within the system around the issue of race, in both youth client placement and staffing patterns.

We therefore enjoin the Superior Court to join us in placing high priority during the coming year on the following points:

1. To ensure that the juvenile justice system expands its use of responsible local community agencies that demonstrate their willingness and capability of providing effective day and residential services to minority pre-delinquent and delinquent children and youth.

2. To work closely with the Judge of the Juvenile Court, the Administration of the Juvenile Probation Department, the General Manager of the Personnel Department of the Civil Service Commission and the Human Rights Commission in order that more minority staff members are employed in all categories of the department.

3. To ask the California Youth Authority to conduct a statewide investigation of the admissions and affirmative action policies and practices of private treatment facilities utilized by juvenile courts for children and youth.

4. To search for other investigation alternatives if such a statewide study is not undertaken by CYA.





### III. THE RANCHES - HIDDEN VALLEY AND LOG CABIN.

#### A. Log Cabin Ranch Vocational and Guidance Program.

The Commission has concluded that there was indeed mismanagement on the parts of the Juvenile Probation Department, Log Cabin Ranch staff and Teledyne Corporation in the initiation and implementation of the program and the management of funds allotted to it.

The planning of the job training programs demonstrated that Teledyne was unfamiliar with the job picture in San Francisco and could not set up a program which would provide training for available jobs in the Bay Area's business and industrial communities. The 90-day follow-up component, an admittedly difficult requirement, was a stipulation of the contract, but information on placement and job retention was sporadic in filtering to the Commission and final numbers were not available from Teledyne the prime contractor.

The original proposal as presented by the Teledyne Corporation stated that the purpose of the program was to teach delinquent boys a skill as a means to reduce recidivism. The main result of the program as stated by Teledyne in its final summary was that delinquent youth could be taught skills. The Commission submits that it did not take a \$250,000 plus program to prove that contention.

In our research we found no evidence of deliberate misuse of funds. However, we discovered substantial evidence that the project was marked by a lack of fiscal responsibility and proper management of funds. Particularly disturbing to the Commission was a disallowed application for \$20,000 for what appeared to be unwarranted business and travel expenses submitted by Teledyne.

The Commission concludes that the lack of strong leadership by the Probation Department resulted in friction and tension between Teledyne and Ranch staff which was never resolved and debilitated the effectiveness of the program. The continual turnover of Teledyne and Ranch staff contributed to the ineffectiveness. An example of the friction between the two groups was the hiring of a counselor unacceptable to Ranch staff.

For Teledyne to admit that it had its problems does not excuse it as a group which purports to be an expert in training. The problems they confronted at Log Cabin Ranch were not atypical and the contract was awarded to them on the basis that they had reviewed the Ranch situation and would be capable of dealing with the problems.





On the other hand, since the Teledyne program was actively supported and endorsed by the Probation Department, for the Ranch staff not to actively support and cooperate with a program initiated by their department and their superiors, constituted insubordination and should not have been tolerated by the Chief Probation Officer.

The Chief Probation Officer attempted to supervise this program himself and to this extent there is some question as to whether he was capable or willing to delegate the project responsibility.

In our judgment, the failure of the Teledyne program should not be used as the sole basis for determining the competence or effectiveness of the Chief Probation Officer, the Administration of the Juvenile Probation Department and Ranch staff. All aspects of these administrations, including programs and projects, should be considered when evaluating their effectiveness.

#### B. Continuation of the Ranches.

The Commission believes that the Grand Jury's investigation of the Ranches was done in a cursory fashion and that the entire subject requires a much more in-depth analysis. There is no doubt that there are youth who need more of a closed setting than Community-based groups or Private Placement Agencies can provide. Whether the Ranch programs should stay as they are, whether there are many youth at the Ranches who would develop more effectively in another setting and whether the Ranches should be consolidated, terminated or reshaped are all questions which must be studied.

The Juvenile Justice Commission recommends that a study of the Ranches be undertaken during the coming year by the Juvenile Court in conjunction with this Commission. The study should include:

1. Present programs and goals.
  - a. Nature of the treatment - custodial, rehabilitative, and/or diagnostic.
  - b. Involvement of staff in preparing programs and goals.
2. Finances.
  - a. Budget, cost control and purchasing.
  - b. Actual costs to the City and County.





3. Staff.
    - a. Training and supervision.
    - b. Racial composition.
    - c. Adequacy of staff.
  4. Ranch Placement.
    - a. Criteria used.
    - b. Racial composition.
  5. Ranches in relation to Community-based Programs and Private Placement.
    - a. The need for the Ranches as presently constituted.
    - b. Duplication of their services by private agencies.
    - c. Use of Southern California placements.
    - d. Duplication of those services in Northern California.
  6. Counseling Services.
    - a. Present program.
    - b. Needs assessment program.
    - c. Reporting system.
  7. Educational and Vocation Programs.
  8. Aftercare and Follow-up.
- C. Aftercare and Follow-up.

Whatever our findings may be from the study of the Ranches, the Commission is unanimous in its view that the period of adjustment following any commitment to out-of-home placement such as Log Cabin Ranch is critical to the success of a minor returning to his community as a social participant. The procedures which nurture and facilitate this adjustment must be clearly defined and the components of such a program must include continuing education, vocational education and guidance as well as personal and family counseling. Efforts to achieve some of these goals have been attempted but it is necessary to develop a comprehensive aftercare program. The



Juvenile Probation Department must develop such a plan coordinated with the San Francisco Unified School District and community agencies and the plan must contain specific and clearly assigned responsibilities.

An example of the confusion that can result without clear assignments was observed by the Civil Grand Jury in their statement: "Upon completion of their term at the ranches, boys are sent back to the City and often find it difficult to enroll in any public school program whatsoever." Whether this is true or false, the process for re-enrolling returning students into public schools is the responsibility of the child's probation officer who is to request a school assignment through the office of Mr. John Kearney, Principal of Court Schools. The San Francisco Unified School District maintains a policy that all youngsters returning from a correctional institution be readmitted into the district without question.

In order to be most effective, an aftercare program must be developed when the youths first arrive at the Ranches and should include all aspects of the program, especially involving the family.

#### D. Recommendations.

1. The Juvenile Justice Commission must be involved in a program project committee which evaluates the feasibility of all new programs.

- a. Funding.
- b. Needs.
- c. Management Component.
- d. Community Input.
- e. Consumer Benefits.
- f. Follow-up.
- g. Evaluation.

2. Institutional staff must be included in the planning of all projects affecting their operation to maintain stability.

3. The Juvenile Justice Commission should be kept fully informed at all levels of the performance of all contractors and subcontractors, especially with regard to finances, placement, follow-up and performance of trainers.





4. When other vocational programs are proposed and implemented, the Probation Department and Commission should monitor the effectiveness of the performance of the contractors and subcontractors to the program and recommend termination or replacement where indicated.

5. Quality academic and vocational training programs must be planned and implemented for youth at the Hidden Valley and Log Cabin Ranch Schools, especially for those older minority youth who will not return to public school but will be seeking employment upon release.

6. The Automobile Repair Program at Log Cabin should be reevaluated for its true effectiveness before the Commission can recommend expansion.

7. John O'Connell School of Technology staff should be involved whenever vocational projects are being initiated by the Court for youth assigned to Log Cabin. Vocational projects should provide for on-going skill training upon leaving Log Cabin and whenever possible assignments of students should be made to John O'Connell.

8. The Juvenile Justice Commission should contract with other groups to study the effects of vocational training, basic education and remedial education, to determine whether these are actually deterrents to crime in relation to or combined with effective counseling.

9. As stated above, a thorough study of both Ranches should be undertaken by the Juvenile Court in conjunction with the Juvenile Justice Commission and should include the above subject matter.

10. The development of a comprehensive Aftercare and/or Follow-up Program must be initiated immediately. The Program should be introduced early in the youth's stay at the Ranches and include educational, vocational, personal and family guidance.

#### IV. THE NEED FOR AN EVALUATION OF REFEREES AT JUVENILE COURT.

The Civil Grand Jury, in their 1975-76 report, stated that they had received an inordinate number of criticisms regarding the performance of the Juvenile Court Commissioners and recommended that





the judges of the Superior Court evaluate the performance of those Commissioners assigned to Juvenile Court. Although we were unable to check the validity of the complaints, the research and interviewing done by several Juvenile Justice Commissioners seems to indicate that a formal procedure should be set up to evaluate and monitor the Court Commissioners on an ongoing basis. Judge Mayer indicated that at present he does meet with the Commissioners occasionally but not on a regular basis. To quote the Junior League's study (San Francisco's Future, a Study in Youth Resources, published in February, 1976): "The Judge and referees should have more frequent meetings to review problems, tighten up procedures and reassess Court policies."

The Bay Area Social Planning Council, in 1968, recommended: "that a second Superior Court Judge be assigned on a full-time basis to the San Francisco Juvenile Court." This recommendation was never acted upon. They stated at that time that an increase in petitions filed as well as the complexity of the cases heard including emphasis on legal procedures "increasingly require greater judicial time and attention." This situation has changed only for the worse.

Recently there has been an increase in criminal activity in San Francisco. Between 35% and 45% of major crimes are perpetrated by youths between 10 and 18 years of age. This has compounded the workload at the Juvenile Court, especially in cases of a more serious nature. This illustrates the need for a second judge to be appointed to the Juvenile Court.

The Miranda, Gault and Winship decisions have resulted in an increasingly legalistic and adversary process being instituted at the Juvenile Court. The impending implementation of A.B. 3121 will add to the existing philosophical confusion which resulted when the role of the Court changed from a substitute parent to a junior version of the adult criminal court system.

Again, to quote from the Junior League's report: "There is a sharp contrast between the dignified and efficient proceedings in the Judge's Court and the confused atmosphere of the referees' Courts. For parents and youths to observe this is counterproductive to the need for maintaining the public's trust and confidence in the system." Further, steps are needed to complete the transition, emphasize the dignity of the proceedings and make the proceedings more efficient.

Given that over half of the juveniles arrested in San Francisco come from minority communities, the Juvenile Justice Commission recognizes the need for minority representation throughout the entire Juvenile Court system, specifically in the appointing



of District Attorneys and Court Commissioners.

In light of the above the Juvenile Justice Commission makes the following recommendations:

1. Commissioners should be so addressed.
2. Commissioners should wear the traditional black judicial robes.
3. The court should rise when the presiding officer enters whether he/she is a judge or a commissioner.
4. Each hearing room should have assigned to it, on a full time basis the following:
  - a. District Attorney.
  - b. Court clerk.
  - c. Court reporter.
  - d. Bailiff.
  - e. Public Defender.
5. Screening and evaluation of Court Commissioners should be undertaken by the Superior Court.
6. Guidelines for conduct in court by attorneys, Probation Officers and Court Commissioners should be developed by the Bench, San Francisco Bar Association and the Probation Department.
7. A minority Court Commissioner should be appointed to the San Francisco Juvenile Court.
8. The Public Defender's and District Attorney's offices should employ minority personnel at all times.
9. The Judge and Court Commissioners should hold regularly scheduled meetings.
10. The Superior Court should appoint a second judge to the San Francisco Juvenile Court.

#### V. THE DISTRICT ATTORNEY AND THE PUBLIC DEFENDER.

As previously stated, recent Federal Court decisions have changed the tenor of the Juvenile Court system and new laws will continue to do so. Despite the implementation of an adversary system,





it is still the obligation of Juvenile Court personnel to see that minors recognize the full responsibility of their actions.

The Commission is aware that "plea-bargaining" is an accepted practice in the adult courts of California, and involves participation by the bench, the people and the defense. These participants may agree upon a mutually acceptable plea to be entered by a defendant who then has a fairly specific expectation of the disposition of the case.

This practice is illegal in the Juvenile Court. The negotiations which occur in Juvenile Court are between counsel only and are known as "charge-bargaining." The Court does not participate in any such negotiations. Furthermore, the court is in no way bound to accept the "bargain" struck by both sides, considering the dispositional phase of the proceedings only after the jurisdictional phase has been completed, and after it has considered the social report of the Juvenile Probation Department.

#### COMMENTARY

The Birch Bayh Act of 1974 mandates a change in programs involving probation. It encourages this transition with allocations of funds specified for training of "probation officers, correctional personnel, and other Federal, State and local government personnel who are engaged in work relating to Juvenile Delinquency." In addition, the Act encourages grants to "extended probation services" in the community and specifies priorities to existing programs.

In on-site inspections of probation programs throughout the U.S. in 1974 and 1975, we have found exemplary new programs in Massachusetts, District of Columbia, as well as in three counties in California, to name a few. San Francisco has been very late in moving out, and our programs have been second class copies of ones initiated in and tailored to other Counties, States, and conditions.

These jurisdictions are meeting their challenges with a forward outlook and an apparent in-depth understanding of their communities and their communities' children, while our staff has become uninspired, disillusioned and even ill. We must re-think our total administrative directives, and re-define the prerequisites of leadership, foremost of which is consonance with change, not holding to a status quo of a past quarter century.

San Francisco, California  
January 11, 1977.





GRAND JURY REPORT - 1975-76

JUVENILE COURT/YOUTH GUIDANCE CENTER

I. THE SCOPE OF THIS REPORT

The Civil Grand Jury is entrusted with the duty of investigating each and every department of government in the City. Even if the Jury had no other business during the year, its investigation of Juvenile Court and Youth Guidance Center would, nonetheless, be incomplete. Some 18 agencies of government in San Francisco are involved in the administration of Youth Guidance Center. In addition, numerous community groups and private placement facilities help to provide a net work of roots that leads to a gargantuan spreading tree-like system. Accordingly, the decision was made to select parts and portions of the Juvenile Court system for investigation and, candidly, to acknowledge that other parts of the system were not investigated.

One reason for limiting the scope of investigation of the Juvenile Court was that in the spring of this year, the Junior League of San Francisco released an intensive and comprehensive report entitled, "San Francisco's Future: A Study of Youth Resources". This report, financed in part with funds from the Law Enforcement Assistance Administration, relied upon more than 50 volunteer researchers, plus a large staff. The Junior League Report accomplishes more than this Grand Jury could have hoped to, and our single most important recommendation is that the report receive immediate and serious attention from the Office of the Mayor and the Board of Education.

Therefore, this report focuses on several specific concerns about the administration of the system of juvenile justice in San Francisco.

II. AREAS OF INQUIRY

A. The Battle Between Public Agency Resources and Community Based Resources

The system of juvenile justice in San Francisco (as in many other cities throughout the United States) is in a time of transition. For a number of reasons, the established system of the Juvenile Probation Department bureaucracy has been relying more and more on community based agencies as referral facilities for youth in trouble. In part, this diversion of juvenile offenders from the public institutional system to community based programs has resulted from the ability of some of these programs to compete successfully with the existing system with respect to decreasing recidivism of youthful offenders. The Junior League report studies five community based agencies in San Francisco in some detail and concludes as follows:

Youth alternative agencies have demonstrated their effectiveness in reducing recidivism at a lower cost per client than institutional treatment at YGC and at the Ranches. One of the strongest factors in the success of these programs is the use of staff members who grew up in the same neighborhoods and faced the same problems as do their clients. The shared experiences and perspectives

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## Juvenile Court/Youth Guidance Center (continued)

greatly facilitate the development of intensive, one-to-one relationships between staff and client, relationships built on trust which form the basis of the treatment philosophy. The outreach concept also contributes to program effectiveness, both in the aggressive recruitment and supportive follow-up of clients and in the involvement of peers and family in the treatment process.

Problems faced by these agencies often stem from insecure funding. Many agencies face a precarious daily existence after their initial funding (often an L.E.A.A. grant) terminates. Low budgets lead to understaffed programs which cannot develop their full potential due to very high caseloads. Volunteer auxiliaries can ease the caseload burden, and should be developed by agencies now lacking such a program.

Administrative weaknesses also appear in many of the youth alternative agencies. Inadequate records are a common problem, a problem which makes it difficult to measure effectiveness and to demonstrate the justification for continued funding. These agencies also rarely have the technical expertise within their own staffs for the more sophisticated techniques for fund-raising, public relations, and grantsmanship. They often need technical assistance which may or may not be available through their Boards of Directors or advisory committees.

Despite the fact that the juvenile justice system has made increasing use of community based resources during the past several years, the Juvenile Probation Department has not moved fast enough to satisfy some community base groups, particularly those with origins in the minority communities. Accordingly, certain of these groups have launched hostile and vituperative verbal attacks upon the Juvenile Probation Department and the Department has responded by barring representatives of these groups from access to the Juvenile Court. The exclusion of the groups from access to the court process has, in turn, raised the level of hostilities so that at present, it is not an exaggeration to say that some community groups would prefer to see the abolition of the entire juvenile court system and that the Juvenile Probation Department would prefer to see the abolition of those community groups that have been the most severe in their criticisms of the Department.

The Grand Jury does not intend to take a position on the actions of the parties involved in this dispute. Suffice it to say that the debate, which thus far has remained on verbal terms, has reached such levels of acrimony that it is no longer helpful dialogue. It is clear that the time has come for the Office of the Mayor to afford both sides of this dispute a full hearing of their grievances and responses so that the City can look forward to constructive change with respect to its youth programs.

Many community based groups are competing for public resources for work with youth. This Grand Jury explicitly refrains from endorsing any particular groups or programs. Nonetheless, it does seem to us that the





## Juvenile Court/Youth Guidance Center (continued)

juvenile justice system should expand its use of responsibility community based groups for purposes of counseling and supervision of juvenile offenders. We make this recommendation because community based programs have been able to demonstrate the least costly and most effective ways of reducing recidivism among those youths who end up in the juvenile court process. We also acknowledge that the varying ingredients that tend to make community based programs successful are the same ingredients that create a potential for lack of accountability of public funds: a sense of informality, a freedom to experiment with counseling techniques, and a loathing of bureaucracy and the myriad written forms that accompany it. Accordingly, if community based groups want to participate in programs with public funds, they must realize that they must adopt, organize and establish reliable accounting and business practices.

### B. Problems of Institutional Racism at Log Cabin Ranch

Well over half the juveniles arrested in San Francisco come from the minority communities. It is self-evident that there are significant cultural differences between minority youth and white youth in the City. These differences manifest themselves in styles of dress, personal appearance and language. One reason that some community groups have been able to demonstrate effective counseling of minority juvenile offenders is that these groups use staff counselors who are able to bring a common experience to the problems of counseling and who are able to speak the same language as youth who are in trouble. Conversely, the minority representation among employees of the Juvenile Probation Department, and particularly among supervisorial employees, is astonishingly low. The Juvenile Probation Department has furnished the Grand Jury with statistics as of February 1, 1976, reflecting the racial composition of employees in various areas of the Department and these summary statistics are attached to this report as Appendix A. The plain fact of the matter is that those who run the juvenile justice system are overwhelmingly white, whereas a majority of youth going through the system are black. While it is difficult to pinpoint specific instances of discrimination, one result of institutional racial discrimination is so obvious that it simply cannot be explained away. This example is that, when the Grand Jury visited Log Cabin Ranch, it found that, of the 86 boys ordered to spend time at the ranch (for a period of 6 months or more), 84 of those boys were black. In short, white boys do not end up at Log Cabin Ranch, even though over 30% of juveniles arrested in San Francisco for serious and violent offenses are white.

We should make it clear that we are not holding any person or part of the juvenile justice system responsible for the inequitable racial composition of Log Cabin Ranch. Undoubtedly, black youth end up at Log Cabin Ranch as a result of cumulative decisions that are made at every stage of the juvenile justice process -- from the arrest decision made by the police to the recommendations made by the Probation Department as to placement. Our point here is not to assign personal responsibility. Rather, our point is that, under no rational explanation of facts or circumstances can the racial composition of Log Cabin Ranch be justified, and the racial composition of boys sent to Log Cabin Ranch must be equalized. No more glaring example of racial injustice may be found than in the fact that, although virtually 98% of the boys at Log Cabin Ranch are black, not one single employee at Log Cabin Ranch -- from supervisors to counselors to cooks -- is black. We trust that this sort of institutional apartheid needs no further elaboration.





## Juvenile Court/Youth Guidance Center (continued)

Among the explanations provided to us for the racial inequality at Log Cabin Ranch was the alleged reluctance of private placement facilities to accept black youths in the 16 to 17 year old age bracket. Because these private placement facilities are located throughout the State of California, it was beyond the ability of the Grand Jury to conduct an adequate investigation of these facilities. Indeed, such an investigation would best be conducted on a statewide level since other counties undoubtedly experience similar problems in placement of minority youth, and we recommend that the California Youth Authority commence an investigation of discriminatory practices in private placement facilities through the State.

It has also been suggested to us that restrictive zoning laws and building codes have deterred the establishment of private placement facilities in San Francisco and particularly in the minority communities. We have been unable to undertake an intensive study of whether these laws and codes are unnecessarily restrictive or whether these laws could be made less stringent consistent with protection of residents. We recommend that the Mayor's Criminal Justice Council, possibly in cooperation with legal organizations in the City, undertake such a study and make recommendations (possibly including changes to building, licensing, and zoning laws) for encouraging the establishment of group homes for delinquent youth in the City. In any event, it is clear that, in our City, there is no place for the patterns of racial placement that are going on now.

### C. Whether the Ranches Should Be Continued

The Juvenile Court now sends San Francisco boys to two rural educational facilities located near the town of La Honda in San Mateo County. Because these facilities once featured a producing farm, including livestock, they are still called "the ranches" -- Hidden Valley Ranch and Log Cabin Ranch. However, because agriculture at the Ranches was eliminated some time ago, the term "ranches" is not accurate. Rather, the two facilities are more appropriately called intensive schools with dormitory living accommodations situated in a rural area. Generally, Hidden Valley takes boys under 16 years old, while Log Cabin takes boys over 16. There are no locks on the doors, and it is easy enough for boys to walk away from either facility. However, walkaways are sometimes punished by increased commitments to the ranches or, in an unusual instance, by commitment to the California Youth Authority.

Over the past several years, various spokespersons for community groups have recommended the abolition of the ranches, and this question has served as yet another source of vigorous debate among the Juvenile Court, the Probation Department, the Mayor's office and community groups.

The Civil Grand Jury is itself divided on the question, and the division is close enough so that a strong recommendation one way or the other cannot be made. Arguments for and against abolition of the facilities are as follows:

#### 1. Arguments in Favor of Abolition of the Ranches

Because the ranches are geographically distant from San Francisco, a commitment to the ranches separates the youth from his family, thereby causing family ties to deteriorate even further. In addition, because the ranches are located in a rural setting, the ranch experience is not helpful



## Juvenile Court/Youth Guidance Center (continued)

as a technique for teaching youth to cope with their ordinary urban situation. There are available vacant facilities at Youth Guidance Center, in San Francisco, where boys could be sent as an alternative to the ranches. Because of a shortage of staff counselors, youth at the ranches receive minimal personal counseling and are, for the most part, simply warehoused at the ranches for the duration of their stay. Finally, commitment to the ranches is most expensive than comparable treatment in the community. For example, it costs approximately \$758.00 per month to keep a boy at Log Cabin Ranch and \$790.00 per month to keep a boy at Hidden Valley Ranch. One argument proposes a long range plan to place more violent offenders at Youth Guidance Center, in conjunction with the diversion of status offenders (such as "beyond parental control" and "truancy" (Sec. 601 i. & I. Code) to community agencies. We have heard testimony from probation officers that the lack of "options" such as weekends or short term commitments to Youth Guidance Center have contributed to ranch placements.

### 2. Arguments in Favor of Retaining the Ranches

It is true that, because of staff shortages, boys at the ranches (and particularly at Log Cabin Ranch) receive minimal personal counseling. In addition, because of cultural differences between white counselors and minority boys, counseling is generally ineffective. However, we should not abolish the ranches because of these defects in the ranch programs. Rather, we should acknowledge that the basic ranch facilities are capable of sustaining valuable and creative programs and we should improve the programs rather than abolish the facilities. In the first place, we must realize that it is not always in the best interest of a youth to remain in the same family, educational, and community situation that has fostered his problems. In particular, the most serious need of boys at the ranches is for remedial educational improvement, and it is extremely difficult to break patterns of truancy and to provide disciplined education when a boy with habits of truancy remains in his community. The educational programs at the ranches have, for the most part, worked, the real problems have been that there are no programs to fill other hours of the day when classes are not running. Finally, the pragmatic effect of the abolition of the ranches as a commitment alternative will be to increase commitments to the California Youth Authority and thereby to remove San Francisco youth even greater geographic distances from the City. In this regard, a list of offenses for which boys were committed to Log Cabin Ranch School as of February 18, 1976 is attached hereto as Appendix "B" and a list of offenses of wards of Hidden Valley Ranch as of March 31, 1976 is attached hereto as Appendix "C". The severity of most offenses confirms the argument of the Probation Department to the effect that the ranches are currently often being used as a last alternative prior to commitment to the California Youth Authority. However, we note that some boys are still being sent to the ranches for status offenses and these commitments should stop.

### D. The Need for an Evaluation of Referees at Juvenile Court

Cases at Juvenile Court are attorneys hired as commissioners of the Superior Court. During the course of our study, we received an inordinate number of criticisms of the performance of the Juvenile Court commissioners. These criticisms came from attorneys, probation officers, and community groups. However, this Grand Jury is not in a position to evaluate whether these commissioners, who must adjudicate issues in a specialized area of





## Juvenile Court/Youth Guidance Center (continued)

law, are doing a good job or not. Nonetheless, because of the number of complaints, and because of the variety of sources of the complaints that we have received, we do recommend that the Superior Court conduct its own evaluation of its commissioners at Juvenile Court and that they call upon the assistance of the San Francisco Bar Association if need be.

### E. The District Attorney and the Public Defender

Because of Federal Constitutional Court decisions during the last decade, virtually all youth going through the juvenile court process are now represented by attorneys. In this system, both the District Attorney and the Public Defender have institutional roles to play. The District Attorney is supposed to gather evidence and present it. The Public Defender is supposed to make the District Attorney prove his case and to achieve the greatest amount of freedom for his client. At San Francisco Juvenile Court, both the District Attorney and the Public Defender are fulfilling their institutional roles admirably. By this we mean that the District Attorney and his staff are preparing and presenting cases professionally and thoroughly and that the staff of the Public Defender is representing its clients vigorously.

Nonetheless, the question that must be asked is whether the introduction of attorneys and more formal procedures in the Juvenile Court had produced a greater respect for truth and justice. In that regard we have our doubts. Without question, the presence of attorneys does serve to curtail abuses of personal liberties that went unchecked in the past. However, as with most changes that are denominated "progress", a price has been paid. Increasingly, the system of juvenile justice is emulating the cynical nature of the system of adult justice. Thus, plea bargaining is common at Juvenile Court. For the most part, youth coming before the Juvenile Court are interested not in taking responsibility for their acts, but rather in beating the adjudicatory system.

### F. The Girls Center

During the past year the Juvenile Probation Department converted one of the vacant buildings at Youth Guidance Center into an unlocked residential facility for girls. Members of the Grand Jury toured this facility and spoke with the 14 girls who were living there and who were attending classes in the facility during the day time. The Jury's representatives found this facility to be clean and well managed and some of the girls indicated that they were pleased with the educational program provided to them. Nonetheless, we must question whether such a program could not be run more economically by groups in the community able to spread staff and overhead costs over a larger client population. The Juvenile Probation Department employs 9 fulltime counselors in order to provide 24-hour staff coverage for 14 girls 7 days a week. This counselor/client ratio strikes us as high.

## III. SUMMARY OF RECOMMENDATIONS

1. The Mayor and the Board of Education must assign a high priority to the implementation of recommendations contained in the report of the Junior League of San Francisco entitled, "San Francisco's Future: A Study of Youth Resources".

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Juvenile Court/Youth Guidance Center (continued)

2. The Office of the Mayor must mediate the ongoing battle between community based youth groups and the Juvenile Probation Department.

3. Resources for supervision and counseling of delinquent youth should be increasingly diverted from the Juvenile Probation Department to community based groups that demonstrate that they are capable of providing responsible counseling and supervision services.

4. The Youth Service Bureau should develop standards for evaluation of community programs and act as a liaison between the business and legal communities and community based groups in order to provide community based groups with accounting and business skills necessary for responsible administration.

5. Institutional racism at Log Cabin Ranch must be ended by use of the following means, among others:

a. The racial composition of Log Cabin Ranch must be equalized.

b. Existing Civil Service job scopes should be revised in the immediate future to eliminate the requirement that counselors at the ranches possess bachelor of arts degrees. Many more minorities must be hired as counselors at the ranches.

c. The Juvenile Probation Department must drastically expand its number of minority employees, particularly in supervisory positions.

d. The Mayor's Criminal Justice Council, possibly in cooperation with organizations of attorneys in San Francisco, should study and report on ways to facilitate the establishment of private placement facilities in San Francisco including, if possible, amendments to zoning, building and licensing codes.

6. The California Youth Authority should conduct a statewide investigation of racial discrimination in private facilities used for the placement of juveniles by juvenile courts.

7. Counseling staff at Log Cabin Ranch School and Hidden Valley Ranch School should be expanded so as to permit personal counseling. Boys should not be sent to the ranches for violation of Section 601 W. & I. Code (truancy, beyond parental control, etc.).

8. The judges of the Superior Court should evaluate the performance of referees assigned to Juvenile Court.

9. San Francisco Unified School District must provide follow-up remedial education classes for youths returning to the City from the ranches. This recommendation was made by the Grand Jury in its earlier report on the Teledyne Vocational Program and we reiterate it here because of its importance.



1. The first part of the report is a general introduction to the subject of the study. It discusses the importance of the problem and the objectives of the research.

2. The second part of the report is a detailed description of the methods used in the study. It includes a discussion of the experimental design, the data collection procedures, and the statistical analysis techniques.

3. The third part of the report is a presentation of the results of the study. It includes a discussion of the findings and their implications for the field of research.

4. The fourth part of the report is a conclusion and a discussion of the limitations of the study. It also includes a list of references and an appendix.

5. The fifth part of the report is a summary of the main findings of the study. It includes a discussion of the implications of the results and a list of recommendations for further research.

6. The sixth part of the report is a detailed discussion of the results of the study. It includes a discussion of the findings and their implications for the field of research.

7. The seventh part of the report is a conclusion and a discussion of the limitations of the study. It also includes a list of references and an appendix.

8. The eighth part of the report is a summary of the main findings of the study. It includes a discussion of the implications of the results and a list of recommendations for further research.

9. The ninth part of the report is a detailed discussion of the results of the study. It includes a discussion of the findings and their implications for the field of research.

10. The tenth part of the report is a conclusion and a discussion of the limitations of the study. It also includes a list of references and an appendix.

11. The eleventh part of the report is a summary of the main findings of the study. It includes a discussion of the implications of the results and a list of recommendations for further research.

12. The twelfth part of the report is a detailed discussion of the results of the study. It includes a discussion of the findings and their implications for the field of research.

13. The thirteenth part of the report is a conclusion and a discussion of the limitations of the study. It also includes a list of references and an appendix.

## SAN FRANCISCO JUVENILE COURT

As of February 1, 1976

PROBATION OFFICE - STAFF ETHNIC BREAKDOWN

	TOTAL	WHITE	BLACK	SPANISH SURNAME	CHINESE	JAPANESE	OTHER
Management (Above 1st Line Supervisor)							
	3	3	0	0	0	0	0
%	100.0	100.0	0.0	0.0	0.0	0.0	0.0
Supervisory (Supervisors, Professional, Correctional Staff)							
	14	13	0	0	0	1	0
%	100.0	92.9	0.0	0.0	0.0	7.1	0.0
Supervisory (Supervisors, Service Staff)							
	2	2	0	0	0	0	0
%	100.0	100.0	0.0	0.0	0.0	0.0	0.0
Professional (Probation Officers, etc)							
	86	62	12	3	6	0	3
%	100.0	72.1	13.9	3.5	7.0	0.0	3.5
Sub Professional (Custodial Staff, Aides, New Careerists)							
	4	1	3	0	0	0	0
%	100.0	25.0	75.0	0.0	0.0	0.0	0.0
Services (Clerical, Culinary, Maintenance)							
	80	44	17	9	6	0	4
%	100.0	55.0	21.3	11.2	7.5	0.0	5.0
TOTAL	189	125	32	12	12	1	7
%	100.0	66.1	16.9	6.4	6.4	0.5	3.7

/s/ JOSEPH J. BOTKA, Chief Probation Officer



SAN FRANCISCO JUVENILE COURT

JUVENILE HALL - ETHNIC STAFF BREAKDOWN

	TOTAL	WHITE	BLACK	SPANISH SURNAME	CHINESE	JAPANESE	OTHER
Management (Above 1st Line Supervisor)	3	3	0	0	0	0	0
%	100.0	100.0	0.0	0.0	0.0	0.0	0.0
Supervisory (Supervisors, Professional, Correctional Staff)	10	9	1	0	0	0	0
%	100.0	90.0	10.0	0.0	0.0	0.0	0.0
Supervisory (Supervisors, Service Staff)	3	1	2	0	0	0	0
%	100.0	33.3	66.7	0.0	0.0	0.0	0.0
Professional (Probation Officers, etc)	87	52	28	4	2	0	1
%	100.0	59.8	32.2	4.6	2.3	0.0	1.1
Sub Professional (Staff Aides, etc)	0	0	0	0	0	0	0
%	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Services (Clerical, Culinary, etc)	21	11	8	1	1	0	0
%	100.0	52.3	38.1	4.8	4.8	0.0	0.0
TOTAL	124	76	39	5	3	0	1
%	100.0	61.3	31.5	4.0	2.4	0.0	0.8





SAN FRANCISCO JUVENILE COURT

HIDDEN VALLEY RANCH - STAFF ETHNIC BREAKDOWN

	TOTAL	WHITE	BLACK	SPANISH SURNAME	CHINESE	JAPANESE	OTHER
Management (Above 1st Line Supervisor) %	1 100.0	1 100.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Supervisory (Supervisors, Professional Correctional Staff) %	3 100.0	2 66.7	0 0.0	0 0.0	1 33.3	0 0.0	0 0.0
Supervisory (Supervisors, Service Staff) %	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Professional (Probation Officers, etc) %	11 100.0	9 81.8	2 18.2	0 0.0	0 0.0	0 0.0	0 0.0
Sub Professional (Custodial Staff, Aides, etc) %	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Services (Clerical, Culinary, Maintenance) %	5 100.0	1 20.0	3 60.0	0 0.0	1 20.0	0 0.0	0 0.0
TOTAL	20	13	5	0	2	0	0
%	100.0	65.0	25.0	0.0	10.0	0.0	0.0

100%

100% 100% 100% 100% 100%

Professional (Clerical, Culinary, etc.)

100% 2 50% 1 60% 3 0% 0 50%

Professional (Technical Staff, etc.)

0% 0 0% 0 0% 0 0% 0

3

100% 11 81% 9 10% 5 0% 0 0%

3

0% 0 0% 0 0% 0 0% 0

3

100% 2 26% 5 0% 0 0% 0 32%

3

100% 1 100% 1 0% 0 0% 0 0%

FOOTBALL WHITE BLACK BASKETBALL SWIMMING

WIDEN AVIARY SWIM - SWIMMING BASKETBALL

SWIMMING BASKETBALL



SAN FRANCISCO JUVENILE COURT

LOG CABIN RANCH - STAFF ETHNIC BREAKDOWN

	TOTAL	WHITE	BLACK	SURNAME	CHINESE	JAPANESE	OTHER
Management (Above 1st Line Supervisor)	4	4	0	0	0	0	0
%	100.0	100.0	0.0	0.0	0.0	0.0	0.0
Supervisory (Supervisors, Professional Correctional Staff)	2	2	0	0	0	0	0
%	100.0	100.0	0.0	0.0	0.0	0.0	0.0
Supervisory (Supervisors, Service Staff)	0	0	0	0	0	0	0
%	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Professional (Probation Officers, etc)	9	8	0	0	0	0	1
%	100.0	88.9	0.0	0.0	0.0	0.0	11.1
Sub Professional (Staff Aides, etc)	0	0	0	0	0	0	0
%	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Services (Clerical, Culinary, etc)	4	3	0	0	1	0	0
%	100.0	75.0	0.0	0.0	25.0	0.0	0.0
TOTAL	19	17	0	0	1	0	1
%	100.0	89.4	0.0	0.0	5.3	0.0	5.3



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